

State of Alaska FY2003 Governor's Operating Budget

Department of Corrections

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Department Mission

To protect the public and encourage offender rehabilitation through humane, safe, and cost-effective confinement and supervision. The department will respect the rights of victims and recognize the dignity inherent in all human beings as it pursues this mission.

Department Goals and Strategies

1. MANAGE OFFENDERS IN A WAY THAT PROTECTS PUBLIC SAFETY.

To do this, the Department will:

- Continue to implement its long-range population management plan to prevent overcrowding in the in-state correctional facilities, including maintaining high utilization of community residential center (CRC) beds, and expanding the use of alternatives to incarceration, such as electronic monitoring and CRC Supervision (home furlough) programs.
- Supervise offenders on probation or parole commensurate with their risk and program needs, including neighborhood-based community supervision services and enhanced supervision of felony DWI offenders on probation.

Performance measures for these goals include:

- Maintaining inmate populations within the maximum capacity of each institution;
- Minimizing the number of major incidents;
- Increasing probation and parole supervision of offenders through increased monitoring and accountability programs.

2. PROVIDE SERVICES AND PROGRAMS THAT AFFECT POSITIVE CHANGE, STRUCTURE OFFENDER TIME, AND FACILITATE SUCCESSFUL REINTEGRATION OF OFFENDERS INTO SOCIETY.

To do this, the Department will:

- Work cooperatively with the Mental Health Trust Authority and the Boards to provide services to the beneficiaries who are in the Department's custody or under the Department's supervision;
- Continue in-prison residential treatment programs for offenders who have chronic substance abuse problems;
- Expand the Department's Youth Offender Initiative;
- Using principles of community justice, improve corrections-based victims' services.

Performance measures for these goals include:

- Increase substance abuse (alcohol and other drug) interventions for offenders;
- Increase education services for offenders in institutions.

3. PROVIDE EFFECTIVE CORRECTIONAL ADMINISTRATION THROUGH STRATEGIC PLANNING, TRAINING, QUALITY ASSURANCE, AND THE USE OF AUTOMATION AND NEW TECHNOLOGIES.

To do this, the Department will:

- Continue to implement and refine the Department's management information system;
- Implement the Department's strategic health care plan;
- Provide training, including victims' services training, for staff.

Performance measures for these goals include:

- Expand the management information system to include medical, clinical, inmate accounting, and programmatic data.

Key Department Issues for FY2002 – 2003

CONSTRUCTION OF A NEW ANCHORAGE JAIL - Department staff continue to be involved on a daily basis in the planning and construction of a new Anchorage Jail. This year, the Department must recruit, hire, and train staff for the facility, as well as adopt operational policies for the facility.

PRISON AND JAIL OVERCROWDING - Alaska's institutions can only hold 2,786 inmates, forcing the state to send 800 inmates out-of-state. Furthermore, the daily average number of inmates imprisoned in Alaska continues to increase (from 3,337 in FY 94 to 4,151 in FY 99 to 4,261 in FY 00 to 4,362 in FY01 and is projected to be 4,622 by FY03). The department will address this by continuing to implement its long-term population management plan. Part of this is the governor's statewide regional expansion plan.

YOUTH OFFENDER INITIATIVE - Juvenile offenders, between the ages of 15 and 22, currently account for more than 16% of the department's in-state institutional population. While the Department opened its Spring Creek Youth Offender Unit in FY2001, it must also develop and implement a plan for youth pretrial felons.

COMMUNITY CORRECTIONS' FELONY DWI ACCOUNTABILITY INITIATIVE - The department will establish specialized caseloads for Probation Officers trained in managing the risk DWI offenders present to the safety of our communities.

STANDARDS AND ACCREDITATION INITIATIVE - Though the Department was relieved of court-monitoring, the Department must continue to develop its own initiative to ensure that its institutions continue to operate in a safe and secure manner. Toward this end, the department is seeking accreditation by the American Correctional Association (ACA) for its institutions.

NEW OFFENDER TRACKING AND INFORMATION SYSTEM (OTIS) - The department will need general funds to provide long-term operational support of the new Offender Tracking Information System which was started with federal grants.

HEALTH CARE INITIATIVE -- The Department is completing implementation of its strategic health care initiative, which refocuses on inmate services health care planning, negotiating medical contracts and introduction of a medical module for the delivery of physical health care services to prisoners.

Major Department Accomplishments in 2001

CLEARLY PROGRESS - In FY2001, the court released the department from monitoring requirements resulting from the Cleary class action law suit. The department is seeking accreditation by the American Correctional Association (ACA) for its institutions.

RESIDENTIAL SUBSTANCE ABUSE TREATMENT (RSAT) PROGRAM FOR MEN - The Wildwood Correctional Center RSAT Program has admitted 68 men, graduated 21 and maintains a waiting list 15. It is a twelve-month program for male inmates needing intensive substance abuse treatment.

SERVICES FOR VICTIMS - Expanded services for victims by providing a "1-800" contact telephone line at DOC central office; compilation and distribution of a Victim Resource Directory; conducting community victims' education classes in Nome and Bethel; continue Victims' Advisory Committees in Kenai, Fairbanks, Anchorage, Juneau, and Palmer; completed revision of Victim Impact manuals.

ANCHORAGE JAIL CONSTRUCTION - The Department has continued its successful partnership with the Municipality of Anchorage to construct a new 400-bed jail, scheduled to open in spring 2002. The project has met every benchmark to date and is on time and within budget.

AMERICAN CORRECTIONAL ASSOCIATION ACCREDITATION – Several facilities applied for accreditation with the American Correctional Association (ACA), which offers the opportunity to evaluate their operations against national standards, remedy deficiencies, and improve the quality of their programs and services. Two facilities fully prepared for the audit in FY2001 and will appear before the Commission on Accreditation in January 2002. At that time, full accreditation will likely be granted.

STRATEGIC HEALTH CARE INITIATIVE - The Department evaluated, and initiated a multi-year process to refocus services on inmate services health care planning. This includes continuing utilization review and cost control efforts, uniform medical records, and improved nursing procedures.

Governor's Key Department-wide Performance Measures for FY2003

Measure:

Maintain inmate populations within the emergency capacity of each institution.

Alaska's Target & Progress:

In FY2002, the Department has experienced a fairly dramatic housing shortage for the first time since November 1999, causing an increase in the percentage of days over emergency capacity. This appears to be due to a large increase in pre-trial detainees who are remaining incarcerated pending disposition for longer periods of time.

Benchmark Comparisons:

The final order in Cleary, nearly a decade ago, required the Department to bring its population under emergency capacities established in the class action lawsuit. The Department has been working to comply since then.

Background and Strategies:

Due to increased state population, more criminal enforcement and longer sentences, the State's prison population has increased. The Department has developed and implemented a long-term plan. In FY2000, the court reduced the scope of monitoring in the Cleary class action by ending the monitoring of both women and the population in House One at Spring Creek. In August 2001, the provisions of the Cleary Settlement Enforcement were suspended and court ordered monitoring ceased.

Measure:

Minimize the number of major incidents.

Alaska's Target & Progress:

The target is to have no major incidents. During FY2001 there were two major incidents in our state institutions. There had previously not been a major incident since 1995. The two major incidents resulted in fatalities, one while incarcerated at Sixth Avenue Correctional Center and one at Ketchikan Correctional Center.

Benchmark Comparisons:

The State has established its own benchmark by not having any major incidents for many years prior to these incidents.

Background and Strategies:

Maintaining in-state institutions below their emergency capacities and ensuring an adequate number of properly trained staff are critical components to preventing major incidents. As the State responds to decreasing revenues, it is important to ensure that public safety is not compromised.

Measure:

Increase probation and parole supervision of offenders through increased monitoring and accountability programs.

Alaska's Target & Progress:

The FY 2001 department-wide average monthly supervision caseload was 4543; the annual number of pre-sentence reports was 1282. General supervision caseloads per Probation Officer (P.O.);

- Anchorage, 6 of 14 caseloads exceed 90 medium/maximum offenders (these P.O.'s do not write pre-sentence reports).
- Palmer, 3 of 5 caseloads exceed 90 medium/maximum offenders.
- Fairbanks, 2 of 8 caseloads exceed 90 medium/maximum offenders (these P.O.'s do not write pre-sentence reports).

Benchmark Comparisons:

Based on Alaska caseload experience and information obtained from other areas:

- Establish optimal monthly caseloads of a Probation Officer who is not preparing pre-sentence reports at 70-75 offenders.
- Establish optimal monthly caseloads of a Probation Officer who is preparing pre-sentence reports at 60-65 offenders.
- Establish optimal monthly specialized caseloads of a Probation Officer for DWI, Sex Offender and Mental Health cases at 45-50 offenders.

Background and Strategies:

The number of offenders on probation/parole during the last four fiscal years has increased by 411 felons, primarily in the Anchorage, Palmer and Fairbanks areas.

1998 Average monthly caseload statewide: 4132

1999 Average monthly caseload statewide: 4388

2000 Average monthly caseload statewide: 4492

2001 Average monthly caseload statewide: 4543

As the number of offenders on probation/parole continues to increase, it will become necessary to increase the number of probation officers providing supervision.

Caseloads over the benchmark standard for supervision make it more difficult to protect public safety.

Measure:

Increase Substance Abuse (Alcohol and Other Drug) Interventions for Offenders.

Alaska's Target & Progress:

On October 16, 2000 the Men's Residential Substance Abuse Treatment (RSAT) program opened at Wildwood Correctional Center. The 42-bed in-prison long term residential treatment program is currently filled to capacity. The waiting list, limited to 15, is maintained continually. Population surveys reveal a minimum of 85 offenders at any given time would qualify for the program. Since opening, the program has admitted 84 men.

In Alaska, the Women's Residential Substance Abuse Treatment (RSAT) program opened Nov. 1, 1998. It is an in-prison long-term residential treatment program. As of Sept. 30, 2001, 206 women have been admitted to this intensive level of care. Currently there is no wait list for this program.

Benchmark Comparisons:

Many jurisdictions are showing success, measured by reduced recidivism, by implementing in-prison residential treatment programs that address addiction issues in conjunction with life skills and behavioral changes.

Background and Strategies:

Many chronically addicted offenders who have a history of substance abuse related crimes need the services of a 6-12 month residential treatment program that addresses addiction issues in conjunction with life skills and behavioral changes. Without such intervention, they inevitably return to their substance abuse and criminal behavior. In order to

improve substance abuse interventions for offenders, the Department is striving to increase the number of offenders participating in RSAT programs while incarcerated.

Measure:

Increase education services for offenders in institutions.

Alaska's Target & Progress:

The department has improved education services for offenders in the areas of secondary and post-secondary programming for youth offenders and through distance education during FY 2001.

In partnership with the Kenai Peninsula School District, the Department provides a comprehensive education program for youth offenders at the Spring Creek Youth Offender Program. This program offers youth offenders the opportunity to earn their high school diploma. In FY 2001, the Department obtained a Workplace and Community Transition Grant that will be used to assist youthful offenders with the costs of post-secondary academic and vocational education or related services. The grant will cover services for up to 40 offenders, defined as offenders under 26 who are within five years of release or parole eligibility. Offenders in the Spring Creek YOP will be the first beneficiaries of these funds; however, other offenders throughout the system will be eligible in following year, as stipulated by the grant.

In FY 2001, the Department began its second year as a partner state with the Corrections Learning Network. Distance learning satellite equipment was installed at most of the correctional facilities during the year and education staff were trained in the use of equipment and availability of programs to supplement existing services.

Benchmark Comparisons:

Although scientifically based research in the area is limited; there is some indication of a positive relationship between correctional education and post-release success. Negative behavior within the correctional system also may be positively impacted by such participation.

Background and Strategies:

In 1990, the Correctional Education Association estimated that 75% of adult American inmates were illiterate. Other researchers estimate the average reading level to be at or below the fifth grade and that more than half of all prison inmates have not finished high school. Limited studies conducted on Alaskan inmates indicate that the adult inmates and the youth offenders experience these same limitations, including the need for special education services.

Educational services are severely limited within the Department's institutions. In FY 2001, the department obtained a workplace and community transition grant that will enable youth offenders to enroll in post-secondary academic and vocational programming. Vocational programming continues to be limited for those offenders who do not meet the criteria established through the grant.

Measure:

Expand the Management Information System to include medical, clinical and programmatic data.

Alaska's Target & Progress:

The new core information modules for tracking and monitoring offenders in Institutions and Community Corrections went on line November 12, 2001. The essential elements of the medical, clinical and programmatic data expansion will be operational in the new Management Information System by the second quarter of FY2003.

Benchmark Comparisons:

Prior to 1995, there was no department-wide LAN/WAN network infrastructure for information and communication systems. In order to modernize the management information system for Institutions and to develop an information system for Community Corrections and Medical, a department-wide microcomputer based LAN/WAN infrastructure was implemented in FY1997 and FY1998. A client server management information system was procured through a competitive bid process, which resulted in a multi-state collaboration development contract.

Background and Strategies:

The Department has recognized its need for more accurate data to track recidivism and for other data driven functions. To this end the Department has been working since 1995 toward the development and implementation of the network infrastructure and the new core management information system.

Department Budget Summary by BRU

All dollars in thousands

	General Funds	FY2001 Federal Funds	Actuals Other Funds	Total Funds	General Funds	FY2002 Federal Funds	Authorized Other Funds	Total Funds	General Funds	FY2003 Federal Funds	Governor Other Funds	Total Funds
Formula												
Expenditures												
None.												
Non-Formula												
Expenditures												
Administration & Operation	111,859.8	2,578.6	16,814.4	131,252.8	118,718.8	4,134.0	18,158.7	141,011.5	125,092.5	3,438.9	20,525.5	149,056.9
Parole Board	0.0	0.0	0.0	0.0	476.1	0.0	0.0	476.1	581.2	0.0	0.0	581.2
Community Residential Centers	12,245.2	1,713.2	1,530.3	15,488.7	13,379.0	1,717.8	1,985.0	17,081.8	14,803.9	0.0	1,985.0	16,788.9
Out of State Contracts	15,998.7	2,666.7	0.0	18,665.4	15,432.2	2,666.7	0.0	18,098.9	17,603.4	0.0	0.0	17,603.4
Point MacKenzie	2,154.3	0.0	10.0	2,164.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Food Services Apprenticeshi p	0.0	95.9	0.0	95.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Alternative Institutional Hsg	166.4	0.0	0.0	166.4	167.4	0.0	0.0	167.4	167.4	0.0	0.0	167.4
VPSO Parole Supervision Program	95.0	0.0	0.0	95.0	95.0	0.0	0.0	95.0	0.0	0.0	0.0	0.0
Totals	142,519.4	7,054.4	18,354.7	167,928.5	148,268.5	8,518.5	20,143.7	176,930.7	158,248.4	3,438.9	22,510.5	184,197.8

Funding Source Summary

All dollars in thousands

Funding Sources	FY2001 Actuals	FY2002 Authorized	FY2003 Governor
1002 Federal Receipts	7,054.4	8,518.5	3,438.9
1003 General Fund Match	129.6	129.6	129.6
1004 General Fund Receipts	136,320.4	141,842.0	153,575.5
1005 General Fund/Program Receipts	1,804.6	1,825.4	28.0
1007 Inter-Agency Receipts	7,927.4	8,309.1	8,272.1
1037 General Fund / Mental Health	4,264.8	4,471.5	4,515.3
1050 Permanent Fund Dividend Fund	2,928.9	3,615.1	4,257.9
1053 Investment Loss Trust Fund	523.3		
1059 Correctional Industries Fund	3,940.2	4,150.6	4,150.6
1061 Capital Improvement Project Receipts	509.3	221.4	217.1
1092 Mental Health Trust Authority Authorized Receipts	252.5	522.5	458.1
1108 Statutory Designated Program Receipts	244.1	168.4	1,965.8
1156 Receipt Supported Services	2,029.0	3,156.6	3,188.9
Totals	167,928.5	176,930.7	184,197.8

Position Summary

Funding Sources	FY2002 Authorized	FY2003 Governor
Permanent Full Time	1,463	1,481
Permanent Part Time	3	3
Non Permanent	0	0
Totals	1,466	1,484

FY2003 Capital Budget Request

Project Title	General Funds	Federal Funds	Other Funds	Total Funds
Deferred Maintenance, Renewal, Replacement, Renovation and Repairs	800,000	0	0	800,000
Correctional Institutions Roof Repairs and Siding Replacement	1,000,000	0	0	1,000,000
Corrections Security System and Life Safety Equipment Replacement	900,000	0	0	900,000
Community Jails Safety, Security Renovations and Equipment	100,000	0	0	100,000
Computer Network Hardware Replacement and Computer Upgrades	400,000	0	0	400,000
Historical Offender Data Conversion	600,000	0	0	600,000
Department Total	3,800,000	0	0	3,800,000

This is an appropriation level summary only. For allocations and the full project details see the capital budget.

Overview of Departmental Budget Changes

Changes in various components include additional funding to maintain current levels of services. These items include increased fuel costs, Parole Board operational costs, Therapeutic Courts, Liquor License Applicant Check/Training to support increased inmate populations. Also, a fund source change in Community Corrections for the VPSO Program.

Data and Word Processing

A decrement in the amount of \$745.4 to reduce authorization for unrealizable Federal, CIP and IA Receipts is being offset by an increment to replace these fund sources and increase general fund authorization for this component. Department systems were previously developed, implemented and maintained with federal funds. In order to continue to maintain the existing staff necessary to operate the offender information system and the 35 network sites, the Department need to replace the loss of funding.

Facility-Capital Improvement Unit

A decrement to reduce funds authorized for the Department to enter into a twenty-year agreement predicated on an agreement with a private third-party contractor who would construct and operate a private prison facility by providing custody, care and discipline for persons held by the Commissioner of Corrections under authority of state law. The community of Kenai voted to deny support of a private prison in the area.

Inmate Health Care

\$2,000.0 (\$1,655.0 GF and \$345.0 PFD) will be used to assist with the increased cost of providing medical care to sentenced and un-sentenced offenders. This has resulted from continued inflation of pharmacy costs, staff salaries and contract physician and hospital care.

Sixth Avenue Correctional Center

All funds in the Sixth Avenue Correctional Center are being transferred to the new Anchorage Jail component to support operations.

Anchorage Jail

In addition to the transfer of all funds from Sixth Avenue Correctional Center, an increment in the amount of \$1,895.5 of state general funds will cover the initial operating cost increases of the new replacement Anchorage Jail. These funds will be used to cover the full 12 months of personal service costs of the 83 full-time positions allotted in FY2002 and to further support day-to-day operations.

Inmate Programs

Child Protection – Children with Incarcerated Parents - \$515.0 (\$250.0 GF and \$265.0 PFD) will be used to identify at risk children and their incarcerated parents and link them with a home visitation model. Home visitation with trained para-professionals provide early identification, prevention and intervention as well as provide linkages with community resources for these families.

Community Jails

An increment of \$400.0 GF will provide an 8% inflationary adjustment to the contract and enable the communities to stabilize their infrastructure and workforce so that they can continue to provide local short-term incarceration for state prisoners. Funding for these contracts has remained static for the period FY1996 to FY2002 at which time the legislature approved an increase of \$126,200 to cover 15 jail contracts.

Southcentral Region Probation

Child Protection – Dual Diagnosis Probationers and Parolees with Children – An increment of \$500.0 (\$471.2 GF and \$28.8 PFD) will provide the necessary staffing and contractual accountability program to increase specialized caseloads for dual-diagnosed offenders (both genders) with children. Correctional staff will collaborate with the Department of Health and Social Services and community agencies to provide services to children and parents.

Community Residential Center BRU

Increment/Decrement requests in individual components will provide for replacement of Violent Offender Incarceration Federal Grant Funds. The five-year VOI/TIS program is over and federal funds will not be awarded for FY2003.

Out-of-State Contractual

Increment/Decrement requests in this BRU/component will provide replacement of Violent Offender Incarceration Federal Grant Funds and State Criminal Alien Assistance Program funds. The five year VOI/TIS program is over and federal funds will not be awarded in FY2003 and the availability of SCAAP funds have been decreasing over the last few years as other States have submitted application for funds from the program.

VPSO Parole Supervision Program

The Department of Corrections is transferring \$95.0 GF to the Department of Public Safety related to the Bristol Bay Native Association (BBNA) Village Public Safety Officer (VPSO) Probation and Parole Services grant.

Summary of Department Budget Changes by BRU

From FY2002 Authorized to FY2003 Governor

All dollars shown in thousands

	<u>General Funds</u>	<u>Federal Funds</u>	<u>Other Funds</u>	<u>Total Funds</u>
FY2002 Authorized	148,268.5	8,518.5	20,143.7	176,930.7
Adjustments which will continue current level of service:				
-Administration & Operation	-36.0	41.1	1,749.7	1,754.8
-Parole Board	5.1	0.0	0.0	5.1
-Out of State Contracts	4.5	0.0	0.0	4.5
-VPSO Parole Supervision Program	-95.0	0.0	0.0	-95.0
Proposed budget decreases:				
-Administration & Operation	-174.5	-736.2	-49.7	-960.4
-Community Residential Centers	0.0	-1,717.8	0.0	-1,717.8
-Out of State Contracts	0.0	-2,666.7	0.0	-2,666.7
Proposed budget increases:				
-Administration & Operation	6,584.2	0.0	666.8	7,251.0
-Parole Board	100.0	0.0	0.0	100.0
-Community Residential Centers	1,424.9	0.0	0.0	1,424.9
-Out of State Contracts	2,166.7	0.0	0.0	2,166.7
FY2003 Governor	158,248.4	3,438.9	22,510.5	184,197.8